

Message Text

CONFIDENTIAL

PAGE 01 MOSCOW 03962 201712Z

67

ACTION EUR-25

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FM AMEMBASSY MOSCOW

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INFO AMCONSUL LENINGRAD VIA POUCH

C O N F I D E N T I A L MOSCOW 3962

E.O. 11652: GDS

TAGS: CVIS UR US

SUBJECT: VISA RECIPROCITY: PORTS OF ENTRY

REF: A) MOSCOW A-87; B) MOSCOW 3013; C) MOSCOW 3741 OF 4/4/73

1. SUMMARY: SCHEDULED EARLY APRIL INAUGURATION OF AEROFLOT SERVICE TO DULLES AIRPORT RAISES URGENT PROCEDURAL QUESTIONS ABOUT DESIGNATION OF PORT-OF-ENTRY ON NIVS ISSUED BY THIS EMBASSY TO SOVIET OFFICIALS. MOST SOVIET TRAVELERS TO US NOW RECEIVE VISAS ENDORSED SOLELY FOR ONE PORT-OF-ENTRY, NEW YORK CITY. PRESENT PRACTICE IS CONSISTENT WITH LONG-STANDING PROCEDURE ENSURING SUBSTANTIAL RECIPROCITY WITH VISA REGIME IMPOSED BY SOVIET AUTHORITIES ON US OFFICIAL AND UNOFFICIAL TRAVELERS TO USSR. DEPT REQUESTED TO COMMENT AS SOON AS POSSIBLE ON RECOMMENDATIONS DEVELOPED IN THIS MESSAGE SO THAT EMBASSY CAN PROCESS ANTICIPATED SOVIET REQUESTS FOR ENTRY BY AIR AT DULLES WITHOUT UNDUE DELAY. END SUMMARY.

2. AS DEPT AWARE, MOST NIV APPLICATIONS FOR SOVIETS ARE SUBMITTED TO AMEMBASSY THROUGH MFA BY DIPLOMATIC NOTE, INCLUDING ALL SOVIET A, B-1, C-2, C-3, D, G, I AND J APPLICATIONS, MOST C-1 REQUESTS, AND MANY B-2 APPLICATIONS. ONLY EXCEPTIONS ARE B-2 PRIVATE VISITORS (FAMILY VISITATIONS) AND A FEW TRANSIT VISA APPLICANTS WHO APPLY IN PERSON AT AMEMBASSY.

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MOSCOW 03962 201712Z

IN VISA CATEGORIES FOR WHICH SECTION 212(A)(28) INA IS

APPLICABLE, APPLICANTS ARE PRESUMED TO REQUIRE CHIPMUNK WAIVER IF THEIR APPLICATIONS ARE SUBMITTED BY MFA. IN ACCORDANCE WITH VARIOUS US GOVERNMENT REGULATIONS INVOLVING WAIVERS, AND LONGSTANDING PROCEDURES FOR VISAS ISSUED SOVIET OFFICIALS, THE EMBASSY SPECIFIES ONLY ONE PORT-OF-ENTRY ON ALL NIVS ISSUED TO SUCH SOVIETS EXCEPT C-1S.

3. TO DATE VIRTUALLY ALL MFA-SPONSORED SOVIET RECIPIENTS OF VISAS GOING DIRECTLY TO US FROM USSR HAVE TRAVELED ON AEROFLOT. SINCE AEROFLOT LANDS ONLY AT KENNEDY, NEW YORK WAS VIRTUALLY ALWAYS DESIRED PORT-OF-ENTRY AND EMBASSY AUTOMATICALLY DESIGNATED IT AS SUCH ON VISAS UNLESS MFA SPECIFICALLY REQUESTED OTHERWISE. WITH OPENING OF AEROFLOT SERVICE TO DULLES, HOWEVER, QUESTION ARISES WHETHER EMBASSY SHOULD NOW AUTOMATICALLY GRANT AND INSCRIBE BOTH NEW YORK AND DULLES PORTS OF ENTRY IN CERTAIN CATEGORIES, OR CONTINUE PRESENT PRACTICE AND SPECIFY ONLY ONE. EMBASSY RECOMMENDATION FOR RESOLUTION OF THIS QUESTION FOR VARIOUS NIV CATEGORIES FOLLOWS:

4. A, C-2, C-3, G-1 AND G-2 VISAS: EMBASSY RECOMMENDS USG PURPOSE TO SOVIETS THAT NEW YORK AND DULLES BE INSCRIBED IN ALL US A, C-2, C-3, G-1 AND G-2 VISAS ISSUED TO SOVIETS, WHETHER ON PERMANENT ASSIGNMENT OR TDY, AND THAT MOSCOW, LENINGRAD AND VYBORG BE INCLUDED IN ALL COMPARABLE SOVIET VISAS. SUCH LIBERALIZATION WOULD SEEM ADVANTAGEOUS TO BOTH SIDES, PARTICULARLY WITH REGARD TO HOLDERS OF MULTIPLE-ENTRY VISAS. OTHERWISE, BOTH SIDES WOULD BE SUBJECT TO NUMEROUS REQUESTS FOR AMENDMENTS OF PORT-OF-ENTRY.

5. IT IS OUR POSITON THAT, IF US SIDE IS TO GRANT TWO ENTRY POINTS AS MATTER OF COURSE ON VISAS ISSUED TO THESE CATEGORIES OF OFFICIAL SOVIETS, WE SHOULD CONCURRENTLY REQUIRE SOVIET AUTHORITIES TO ENLARGE NUMBER OF BORDER-CROSSING POINTS ENDORSED IN SOVIET VISAS OF US OFFICIALS ASSIGNED TO OR TRAVELING IN USSR. US AND SOVIET SIDES HAVE LONG ACCEPTED PROPOSITION THAT TO ENSURE SUBSTANTIAL RECIPROCITY AND TAKE ACCOUNT OF FACT THAT ONLY USSR IMPOSES EXIT RESTRICTIONS, USG PERSONNEL MUST RECEIVE VISA ENDORSEMENT PROVIDING FOR ENTRY/EXIT AT GREATER NUMBER OF POINTS THAN SOVIET COUNTERPARTS HAVE AVAILABLE

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MOSCOW 03962 201712Z

IN US. CURRENTLY USG PERSONNEL PERMANENTLY ASSIGNED IN USSR RECEIVE TWO ENTRY/EXIT POINTS AMONG POSSIBLE SIX, WHILE SOVIET COUNTERPARTS RECEIVE ONE ENTRY POINT OF POSSIBLE SEVEN BUT MAY EXIT AT ANY PORT OF ENTRY IN OPEN AREA. ALTHOUGH USG HAS NOT FORMALLY PROPOSED MUTUAL ENLARGEMENT OF NUMBER OF ACCESSIBLE BORDER-CROSSING POINTS IN RECENT YEARS, FORMULATIONS DISCUSSED WITHIN USG HAVE INCLUDED REQUEST FOR EXCHANGE OF EIGHT SOVIET EXIT-ENTRY POINTS FOR SIX US ENTRY POINTS.

ABSOLUTE RECIPROCITY OF COURSE CANNOT BE ACHIEVED SO LONG AS
SOVIET EXIT VISAS ARE REQUIRED FOR AMERICANS IN USSR.

6. AS REPORTED REF C, USG RECOMMENDED TO MFA A YEAR AGO THAT
TDY VISITORS TO SOVEMBASSY BE GRANTED VISAS VALID FOR ENTRY
AT BOTH NEW YORK AND WASHINGTON, WHILE TDY TRAVELERS TO AMEMBASSY
RECEIVE EXIT-ENTRY FOR BOTH MOSCOW AND LENINGRAD. MFA HAS
NOT ACTED ON PROPOSAL TO DATE.

7. IF SOVIETS DO NOT AGREE TO MUTUAL GRANT OF NEW YORK-DULLES
FOR MOSCOW-LENINGRAD-VYBORG FOR ALL OFFICIAL TRAVELERS PER
PARA 4 ABOVE, USG COULD AS ALTERNATIVE REMIND SOVIETS OF PROPOSAL
PARA 6 ABOVE, AND ADD TO IT BY RECOMMENDING THAT LENINGRAD AND
DULLES ALSO BE ADDED TO RESPECTIVE VISAS OF PERSONS PER-
MANENTLY ASSIGNED TO EMBASSIES AND CONSULATES. THUS, SOVIET
TDYS TO SOVEMBASSY AND SOVIET CONSULATE WOULD RECEIVE NEW
YORK AND DULLES, US TDYS WOULD GET MOSCOW A
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